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ABSTRACT

The Adult Basic Education (ABE) Program was founded and is funded by the Newark Construction Trades Training Corporation. Internally, NCTTC provides all services to trainees other than the ABE component. Specifically, it provides a recruitment function, guidance function, placement service, shop training program, and supervision of on-the-job training by site-liaison personnel. The ABE program is a major attempt to serve individuals with both a program oriented toward the acquisition of occupational competency, as well as a basic education which serves two purposes: (1) that of personal educational achievement and (2) certification necessary to meet vocational entry requirements. These programs are designed to serve the people residing in the Model Cities area of Newark who are undereducated, unemployed, and underemployed. Special efforts are made to serve minorities, veterans, and former correctional inmates. ABE has four objectives: (1) to improve the communicative, computational and social skills for adults whose inability to effectively use these skills substantially impairs their getting or retraining employment commensurate with their real ability; (2) to enhance their understanding of the free enterprise system in order to prepare them for their roles as productive citizens; (3) to interpret and relates students' educational accomplishments in order for them to observe educational relevance to their occupational training and their career objectives; and, (4) to help make possible for the students, the acquisition of his high school equivalency diploma thus giving him a sense of personal and educational achievement. (Author/JM)

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Independent Evaluation

of the

Adult Basic Education Career Development Center in the Newark Model Cities Area

(Grant Number OEG - 2 - 72 - AB02)

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Independent Evaluation

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PREFACE

Prior to formal commencement of our evaluative activities at the Adult Basic Education Career Development Center in the Newark Model Cities Area, we were aware of the content of program operations only to the extent that they were described in the original proposal. Our evaluation design and instrumentation were adopted and proposed accordingly. However, upon initial investigation, we immediately found many alterations in program services and operations. Though these changes and additional services were unexpected, they seemed to have enhanced the quality of the program, especially by the offering of services to individuals and agencies outside the original target population.

The thrust of the following evaluation substantially concerns the program as submitted via the original proposal, thus keeping the external evaluation relatively in accord with our contractual agreement. However, in order to do some service to and to provide a more comprehensive evaluation of all aspects of the program as it currently exists, we have evaluated, to a lesser degree, those aspects of the program that deviate from the original plan.

With this qualification it is our desire to extend to the students, staffs and all personnel affiliated with the ABE Center, Newark Construction Trade Training Corporation, Public Employment Program, and the Allied Health Services of the Essex County College of Medicine and Dentistry our grateful acknowledgement of your splendid courtesy and cooperation. Please accept this note of gratitute collectively as a listing of names would make us subject to the omission of someone.

SECTION I

PROGRAM OPERATIONS AND FUNCTIONS

I. BACKGROUND

In order for the reader to comprehend the scope of intricacies involved in this evaluation, it is a necessary prerequisite to begin with a brief chronology of (1) the events that led to the inception of the Adult Basic Education Career Development Center in the Newark Model Cities Area, and (2) the subsequent affiliations and alterations in program development that have evolved.

In the mid-1960's the state government of New Jersey undertook the task of developing a plan of vast renewal and development to be implemented in the Newark area. The extent of this undertaking might more readily be understood with the realization that the whole of Newark has been designated as a Model Cities area. Since Newark's citizenry is composed of a majority of people from minority ethnic origins, minority leaders viewed the state's projected plans as an opportunity for (1) unemployed and underemployed minority members to participate in the construction of new facilities and (2) to receive adequate training so that they might participate and secure meaningful and equitable employment once jobs become available subsequent to the completion of the physical structures. Roughly, 70,000 or more jobs should become available when the Newark Airport, Essex County College, and the New Jersey College of Medicine and Dentistry are completed.

The first task was to find and provide a vehicle by which minority members could enter into the construction aspects of Newark's renewal and development program. Negotiations and legal actions earmarked the following five years. After numerous confrontations and bargaining sessions between representatives from the state government, major industrial contractors, labor unions, and a group of minority spokesmen (identified on the Newark Construction Trade Training Program) a program of affirmative action was agreed upon by all parties.

The following narrative provides a cursory treatment of the conditions of the agreement. The Newark Construction Trade Training Program, which became the Newark Construction Trade Training Corporation (to be identified as NCTTC), agreed to (1) recruit minority members into a construction trade training program, (2) place them in appropriate construction trades through counseling and testing, (3) provide a shop class for each trade comparable to that provided by the unions, (4) provide an academically oriented program, and (5) provide liaison supervision of all trainees placed on job sites. In turn, the contractors agreed to (1) accept one trainee for every five journeyman employed on the various jobs, (2) provide trainees on-the-job training with an experienced journeyman, (3) provide supervision of the trainee's work, and (4)give bi-weekly evaluative reports of the trainee's performance on his job (a trainee's promotions and salary increments are usually the result of a foreman's recommendation). The labor unions conceded to allow trainees (non-union) to work on job sites with workers having union affiliations. The state government acts as an enforcing agent to ensure that all parties act within the boundaries of their agreements. It is possible that construction on a particular job would be stopped if a specific case of willful non-compliance was found, and construction would not resume until that issue had been resolved. In addition, the state government reimburses all contractors the salaries they pay to trainees placed by NCTTC.

A year before construction began, NCTTC received some grant money to advertise the program and to recruit prospective construction workers. An Outreach Station was set up on Bergen Street to serve these purposes. More than 1,300 applications were secured before moving to their present location, 222 Morris Avenue, which houses the NCTTC and Adult Basic Education (ABE) programs. Referrals were received from such agencies and organizations as the NAACP, Urban League, Manpower, etc.; however, most applicants heard of the prospective program from friends who had previously made applications. Even now, most new applicants learn of the program through contact with program trainees.

All facets of the program proposed by NCTTC are not provided directly by NCTTC. Exceptions include the counselors who are provided by the state employment agency and the ABE program which stems from Essex County Community College.

NCTTC and Essex County College jointly wrote the proposal requesting funding for the ABE component, which was subsequently granted by the U.S. Office of Adult Basic Education. Since most trainees did not complete high school the ABE program was especially important as the unions require a prospective member to hold either a high school diploma or a graduate equivalency diploma. Therefore, all the on-the-job training would be for naught if a trainee could not eventually possess all the credentials necessary to apply for a union card. An ABE rather than a GED program was eminent because many trainees entered the program functioning below an 8th grade achievement level.

It had been anticipated that 700 trainees would be employed by NCTTC and matriculate through a three-year career ladder trade training program, which, at the end of such, they could demonstrate journeyman trade skills and have received a GED or its equivalent. Based on those projections, the proposal to the U.S. Office of ABE requested funding only for the coupling of an ABE program with NCTTC's program. However, when the ABE program became operative in September, 1972, less than 100 trainees were employed, and thus, attending ABE classes. Though the number of trainees employed through NCTTC has reached a level of approximately 400 during the year, less than 200 have attended ABE classes at any given time. The simple fact is that jobs have not materialized at a rate comparable to the original projections.

Since the enrollment anticipated by NCTTC did not actualize, and in order to provide its services to as many people as possible who could profit from the program, ABE secured students from the Career Ladder Training Program of Public Employment Program and the Career Ladder Training Program of the Allied Health Services of the New Jersey College of Medicine and Dentistry, a division of the Public Employment Program.

II. SETTING

The ABE Center is located at 222 Morris Avenue in Newark. The physical facility is owned by the New Jersey College of Medicine and occupies a small space on approximately 140 acres of property presently under construction. The building had once been a vocational high school, then a methodone treatment clinic. Vast remodeling was required before the building became functional. ABE is allotted space for eight classrooms, a director's office, a language

and math laboratory, and work cubicles for staff. Because construction is in progress on three sides of the building, at times the outside noise is distracting. Ventillation is basically poor, but the addition of central air-conditioning this past summer has made the classrooms a more conducive learning environment.

Also located in the building are the central offices for NCTTC and its personnel, i.e. director, assistant director, director of training, an Outreach Station, counselors, Placement Service, site-liaison personnel and secretaries. The first and third floors of the building house shop classes, e.g. carpentry, sheet metal, plumbing, etc.

The combination of NCTTC and ABE in the same building provides a convenient mechanism for communication and cooperation, and a central location of major resources.

As completion of the New Jersey College of Medicine and Dentistry approaches, the building will be torn down. This is anticipated within the next year. The nature and location of a new facility cannot be determined until NCTTC receives funds for the ensuing year.

III. NEWARK CONSTRUCTION TRADES TRAINING CORPORATION (NCTTC)

It should be reemphasized that NCTTC is the founding body and source of the ABE program. Also, it must be pointed out that NCTTC is directly responsible for all aspects of the construction training program and is accountable to the state of New Jersey for compliance with the affirmative action agreement. In order to assure that all parties abide by the terms of their affirmative action agreement an Affirmative Action Review Council was formed. Its members include representatives from the New Jersey Division of Building and Construction, Urban Coalition, Mechanical Contractors, New Jersey College of Medicine and Dentistry, Urban Inc., New Jersey Contractor Development Office, Union Representatives, individual contractors, and NCTTC which is the community representative.

Internally, NCTTC provides all services to trainees other than the ABE component. Specifically, it provides a recruitment function, guidance function, placement service, shop training program, and supervision of on-the-job training by site-liaison personnel. Summaries of these functions and services follow.

A. Intake Procedure

The intake service is formally known as an Outreach Station. During the days when NCTTC was planning for the current program a major function of the intake workers was to go into the community to recruit prospective trainees. Since the NCTTC program has been operative there is no longer a need to recruit in the communities. Almost all new applicants learn of the program from trainees presently employed and constitute a daily influx of "walk-ins" to make application.

Upon presenting himself the aspiring trainee is given an application by the receptionist. After completing the application, an intake worker interviews the client and reviews the application. Before application is considered complete, the applicant must submit a birth certificate, high school transcript, and a military record form DD214, if applicable.

The interviewer must classify each applicant as (1) Basic Trainee, (2) Advance Trainee, or (3) Journeyman Trainee, based on documentation of age and vocational trade experience.

To be classified in the first category, the applicant must have no previous trade experience, be at least 18 years old, and not a high school graduate. If he is 18 - 22 years old or older, depending on the addition of years in military service, and has a high school diploma he is not eligible for NCTTC's program, and is referred to the union's Recruitment and Training Program. An applicant is eligible for NCTTC if he has a high school diploma but exceeds the union's minimum age requirement.

The second category, Advanced Trainee, may be assigned to an applicant if he furnishes evidence of past experience in the trade he chooses at NCTTC. In addition, his trade competence is assessed informally by a shop teacher before he is given an advanced rating. The advanced rating may be assigned from the second to fourth year levels.

The last category, Journeyman Trainee, is one in which the applicant verifies that he has five or more years experience and can demonstrate comparable skills. Theoretically, if he functions at this level of work competence and has a high school diploma or its equivalent he should be eligible for union membership. This is the target level at which the NCTTC and ABE programs aspire to develop their trainees over a term of three years.

A function of the intake worker is to refer all applicants to another agency if they do not meet NCTTC's requirements. Examples of those not eligible would be mental incompetents, physically disabled, excessive old age, etc.

At the end of each day all new applications are sent to the Processor. Generally these are incomplete because the aforementioned documentation is required (it is reported that approximately two percent of all applicants bring the necessary documentation with them). The Processor maintains a master file on all applicants under categories of Incomplete, Complete and Placed. There currently is a backlog of 500 incomplete applications. In general, these lack complete documentation. This is the major problem area.

When applications are completed they are channeled through the Counseling and Placement Units. The Processor is informed when a placement is made and he makes the necessary notation and adjustment in his master file.

A review of the documentation guidelines has been requested but apparently not acted upon. The Processor has recommended that discharge papers be accepted in lieu of the DD214 form; and since all trainees are tested for academic achievement, let test scores replace the high school transcripts. These recommendations were made because DD214 forms and high school transcrips constitute the greatest sources of delay in completing applications.

The documentation process appears to be time consuming and the above suggestions might shorten this process. Another suggestion might be to devise some means of informing referral agencies of the documentation required so that the two percent of trainees who arrive with completed applications can be increased.

The intake unit appears to be a smooth working and well functioning operation manned by personnel from the Newark area. It seems that they should concentrate more on finding applicants who could qualify at the advanced and journeyman trainee levels and seek out a greater number of trainees coming from Spanish-speaking origins (this is a tremendously underserved population in terms of their size in Newark).

It is estimated that, on the average, it takes two to three weeks for documentation to be completed. Then the new applicant is sent to see a counselor.

B. Counseling Procedures

The counseling unit's staff consists of two members. The Senior Counselor has a master's degree and more than ten years experience with the State Employment Service, much of it in supervisory capacities. Her co-worker has had a similar background, though less experience, and is enrolled in a graduate program in counseling. Both have worked with the Youth Opportunity Center.

They report that their style of counseling during the initial interview is more personal than vocational. Thus, any problems applicants might have are discussed and appropriate referrals are made. Also, discussion during the interview revolves around choices of trades. This is particularly encouraged when there is a discrepancy between work experience and trade requirements. There is no non-discriminatory test that aids in matching personal preferences with complementary trades, so the applicant's work experience and the counselor's judgment are the only means of arriving at a choice of trades. This method may not be sufficient in helping that small number who are genuinely unable to decide upon a trade preference. Usually, arrangements are made for achievement testing during the initial interview.

When applicants are placed on a job by NCTTC they are permitted to see the counselors on an as-needed basis. Several are referred daily by shop, ABE, or site-liaison personnel. An estimated 60 percent return after the intake interview.

Child support is reported to be one of the most frequent problems brought to the counselors. It is estimated that 20 percent of the single trainees are on Family Court Probation. The counselor's role has been to reinforce the importance of meeting family responsibilities or to appeal to the courts to adjust the support payments in cases of severe need. Another problem has been drug use. The program has no policy regarding drug use except as it affects employability. An estimated ten percent have had drug problems affect their employability and have been brought to the attention of the Counseling Unit. Referrals for treatment have been the rule. Some students then drop out.

The counselor interviewed felt a need for more specific knowledge about the trades being offered, future job projections for the Newark area and more information about the identification and treatment of drug users. These speak to the short range and immediate needs of this part of the program.

However, the salient area of vocational choice, it would appear, needs most help of all. While testing for specific vocations may not currently be feasible, testing for broad interest areas may be. It is suggested that the counselors use current trainees as the reference group in devising their own test following a format similar to that of the Strong Vocational Interest Blank. Another means of assessing interests and aptitude might be through the vocational shops whereby the undecided student is given an appointment to try a number of tasks in each of the shops in order to find out what interests him and coincides with his ability.

The area of on-going counseling can be handled in a more systematic fashion. Almost all students interviewed felt that rap sessions would be helpful. Rap sessions can also be counseling sessions. These can be personal problem oriented or life skills centered. Examples might be:

(1) Money management - savings and checking accounts, getting loans, laws protecting debtors.

(2) Consumer affairs - which agencies regulate the prices of goods, small claims courts, tenants and landlord law.

(3) Program functions - what are the requirements for becoming a Journeyman and who decides on their qualifications, what means are there for acquiring this status.

(4) Health, Fire, Police, Education Service - each of these to be report units with agency representatives or films depicting the roles of these agencies in the community; how students can utilize these services.

(5) Legal Problems - laws of employer-employee rights, pensions, union relations, family relations law (rights of husband, wife, child); marriage, separation, and divorce law. How does insurance apply to trainees? What is enough insurance, etc.?

There is no personnel training for the NCTTC, a function which the Senior Counselor feels the counseling unit could provide. Their supervisory experience could be well used in a consultation capacity for management problems.

As it exists, the Counseling Unit is a well functioning unit that is kept busy on a full-time basis. In view of the students' requests for additional services, it seems advisable to hire another counselor in order to expand the functions of the program.

C. Placement Procedures

The Placement Officer receives applications referred by the counselors. He makes the final decision on whether or not to place an applicant. He also makes the final decision on trainee transfers and terminations. When problems arise involving individual trainees, he usually consults with site-liaison men, teachers, job foremen and counselors before making his decision. The Placement Officer seems to have a background that permits him to handle his function well; he was a site-liaison man for six months prior to obtaining his present position.

Job vacancies occur on a regular basis and he maintains a file of 200 to 300 completed applications to fill those jobs. In cases where trainees have been laid off, he gives them preference on new openings before calling in new applicants.

The Placement Officer reported that during the past year some 400 placements had been made which resulted in a million dollars in salaries being poured into the local community.

Most applicants have had to wait three months or more before being placed on jobs. It is unfortunate that more jobs are not being made available, especially since more than 200 completed applicants are waiting for placement. Perhaps an alternative would be to provide aid in finding those applicants temporary employment.

There is undoubtedly a wealth of valuable data accumulated in the placement office. An analysis of this data could assist in revealing turn-over rate among trades and provide data descriptive of the type of background and personality best suited for individual trades.

Before placements are made, trainees are furnished with a list of tools needed for their particular trade and discount stores where they may be purchased. The total cost of tools across trades varies from $10 to $60. NCTTC can lend new trainees the money to purchase their tools. However, trainees with extended periods of unemployment or sizable financial obligations may suffer from having to pay back so much money. Perhaps this situation might best be served by having NCTTC allocate budget money that will pay for trainee tools in excess of $25. This would reduce the initial bind of indebtedness while allowing the students the responsibility of ownership.

This unit can be of greater help to all other units by supplying data that would provide feedback to improve on the intake, counseling and placement services as it is the focal point of coordination of all efforts directly affecting trainees. Given the short period of time the program has been in operation, it appears that the placement service operates at a high efficiency level.

D. Field Representatives - Site Liaison Unit

The three site-liaison men perform what is perhaps the most important function of all NCTTC personnel -- they must keep both trainees and employers satisfied.

The "site man" enters the picture when there has been a new placement by the placement officer. He takes the new trainee to his job on the first day. His responsibility is to make sure that the trainee is accepted and put to work. At times this is not an easy task. However, he is there with the trainee to handle the situation no matter what it may be. Were it not for this seemingly minor function one can imagine the probable loss of credibility NCTTC's program could suffer if only a few trainees were turned away while facing this situation by themselves.

The site man must find out and report to the placement officer any anticipated lay-offs or increased needs for trainees so that trainees are made available when jobs open.

If employers issue complaints or suggest problems related to trainees, the site man is the first to know. Generally, employers complain about poor attendance or a bad attitude. A third, but less frequent complaint, is trainee incompetence. This complaint is usually the easiest to investigate as all foreman evaluations are sent to NCTTC and shop teachers file similar reports. Attendance is easily checked because all site men take a daily attendance count at all job sites. By doing this they usually intervene with a trainee before a complaint is registered. The most difficult problem to investigate involves a complaint of a poor trainee attitude. If investigation does not reveal supportive evidence the trainee usually is assigned to another job to see if it was the situation rather than the trainee that caused the inappropriate work relationship.

In all cases of complaints the site man talks with the trainee. If he deems it necessary he refers the trainee to the counseling service.

It is the observation of the evaluator that all trainees are treated fairly where employer complaints are involved. If the trainee is at fault and continues to engage in behaviors detrimental to the rules and regulations of his job placement, NCTTC terminates him. In this respect NCTTC is "tougher" on trainees than employers. Although the general humanistic view guides us to the goal of salvaging all our human resources, it seems that NCTTC's firm policy regarding the termination of non-productive and irresponsible workers has served an important pragmatic function. Employers' initial stereotypic concerns relative to minority incompetence, militancy, competitive unionization, etc. have been by and large dispelled. It is reported that some unions and major contractors who fought diligently against NCTTC and its objectives are now some of its strongest advocates.

The most important function the site man performs is difficult to sum up. It involves his responsibilities to the trainees. One obvious way he serves the trainees is by listening to their complaints about their job situations. Usually, those complaints regard insufficient training or being assigned to do the unskilled functions of the job. The site man must determine if the trainees complaint is valid, and if so, he observes the trainee at his work in order to document the violation. In such cases a conversation with the foreman eliminates the problem.

Many trainees bring personal problems to their site man. For example, assistance in budgeting their money, legal advice, former drug problems, dealing with being on parole, etc. In many ways the site man functions very much like we would wish social workers to function.

Included in the daily routine of the site man are numerous contacts with trainees and employers, reports, evaluations, investigations, public relations, checks on compliance quotas, and many activities we might label as miscellaneous. There are three site men. There does not seem to be enough time each day for these men to do their job as well as they would like. As illustration of their dedication,one worked for a year and a half without pay during the formative stages of NCTTC; another is a detective from the police department on leave of absence. Both of these men expressed a great deal of satisfaction with the work they personally do and with the opportunities afforded to minority citizens through NCTTC.

E. Shop Classes

The shop program is headed by NCTTC's Director of Training. The Director is responsible for all training, both shop and academic. Although he is responsible for shop and ABE instruction, he has little or no authority in the decision making aspects of the ABE component.

All shop teachers have had at least ten years experience in a given trade, but not necessarily having been in a trade union. Those not already certified by the state of New Jersey as teachers are pursuing this goal. The Director of Training also teaches a shop class.

The ethnic composition of the shop teachers is three black and two white. No trainee interviewed brought up the race distinction for any reason. Shop classes in the NCTTC building include carpentry, masonry, plumbing, plastering, welding, millwright, sheet metal, electrician, and pipe covering. Several other trades, iron workers, for example, are given shop classes at a different location.

Trainees work on their jobs four days each week and spend one day at NCTTC. During that one day the first four hours are allotted for shop classes, four hours in the afternoon are set aside for ABE classes. Some advanced students who have a high school diploma or GED may attend advanced shop classes in the afternoon; an advanced plumbing class is currently doing this. Given this schedule, it is obvious that the shop classes are in full force every morning. Although few trainees attend shop classes in the afternoon, the teacher's time is well spent. One afternoon per week is taken for a mandatory staff meeting. One afternoon is devoted to teacher training, conducted by the Director of Training. On another afternoon all shop teachers develop visual aids to assist their classroom instruction. And two afternoons are provided for teachers to visit construction sites in order to see what their students are doing on their respective jobs. These two afternoons are invaluable as they allow the teachers to observe the trainees performance so that future lessons can be geared to assist the development of currently needed skills or to provide training for those skills not being learned on the job.

Although it was not the intent of this study to evaluate the shop program, trainees who were interviewed spoke very favorably about this part of their training. It is logical that such praise should be forthcoming as the shop classes are totally relevant to their work. Trainees also reported that the training in math was especially important and relevant.

The equipment and types of activities observed in shop classes were very impressive to the evaluators.

IV. DEMOGRAPHIC DATA ON NCTTC TRAINEES

We prepared a Personal Data Form (see Appendix A) that would yield information regarding trainees' occupational and social histories. Several reasons precluded our utilization of this instrument: (1) trainees were unavailable other than during the time they spent in ABE classes and they preferred not to respond to this instrument at that time, (2) they were tired of filling out forms and wished to fill out no more, (3) some felt that portions of the information requested was too personal and (4) those who volunteered to respond did not complete all items. We were, however, able to secure copies of NCTTC's applications that provided much of the same information (see Appendix B). One hundred of those applications were randomly selected and reviewed based on a trainees current attendance in ABE. Our Personal Data Form sought to reveal degrees of upward mobility and affiliations with community organizations and clubs as they might have been associated with term of employment with NCTTC. This information was unavailable, and all demographic data reflects trainees' status when making initial application to NCTTC.

Trainee Ages

Age	less than 20	21 - 25	26 - 30	31 - 35	36 - 40	40+	Total
Number	18	46	18	11	5	2	100

Trainee ages reflect an item of interest. In order to secure employment in a trade union most unions do not accept persons over 25 years of age. NCTTC has employed 36% who otherwise were unemployable under the union regulation.

Highest School Grade Completed

Grade	6	7	8	9	10	11	12	Total
Number	3	3	5	13	27	22	27	100

When we view the highest grade completed with trainee ages more interesting facts are revealed. NCTTC agreed to recruit high school dropouts, train them in a trade, and provide a basic education component helping them achieve a graduate equivalency diploma (prerequisites for union membership). However, NCTTC's agreement provided a clause whereby they could recruit trainers with high school diplomas if they were beyond union apprenticeship age. In addition to those 27 above who have high school diplomas another 7 had graduate equivalency diplomas, thus accounting for 34% of all trainees. By comparing the 34% who are high school graduates or its equivalent with the 36% over the age of 25, both from a sampling of 100, we see that NCTTC is very much in accord with its Affirmative Action agreement.

The population served by the NCTTC and ABE program was planned specifically for adults in the Newark Planned Variation Model Cities Area. However, it was found that 10% reside in Union County, the remainder in Newark. There is a good reason for this finding. One of the four terminals at the Newark Airport is in Union County and employees come from or through the auspices of local unions in Union County. Therefore, 10% of the trainees are Union County residents.

Marital Status of Trainees

Status	Single	Married	Separated	Divorced	Total
Number	48	43	6	4	100

Trainee Dependents Other than Self

No. of Dep.	0	1	2	3	4	5	6	7	8	Total
No. of Train.	23	23	25	11	9	3	2	2	2	100

Viewing trainees' marital status and number of dependents indicates that, in general, they are in need of employment that provides a good income. Most important in these two areas, we find that although 48% are single only 23% have no dependents other than themselves. We might assume that at least 25, or 52%, of those who are single are responsible for the care of other family members. In the applications some reported that they wanted a construction job so that they could afford to get married.

Military Service

Branch	Army	Navy	Air Force	Marines	Total
Number	12	5	4	2	20

Only 20% of the trainees have been in military service. This figure indicates little other than that only one of every five trainees has been in service. The types of training received in service was of little utility back in civilian life, i.e. quartermaster, clerical assistant, etc., as an entree into vocations offering good salaries and incomes.

Other Education

Number	Organization or Institution
4	Essex County Vocational and Technical School
3	International Careers
9	Manpower Training School
1	Newark Skill Center
1	Job Corps
1	Lincoln Tech
1	4-year college

Twenty percent have attended other educational training institutes. This information, again, is not amenable to interpretation.

Below is a partial listing of the types of work and trades trainees had engaged in prior to becoming construction workers.

Prior Trainee Occupation

Machinist	Filing Clerk	Shipping Clerk
Draftsman	Claims Adjuster	Post Office
Exterminator	Service Station Attendant	Porter
Merchant Seaman	Security Guard	Electrician
Painter	Car Washer	Mechanic
Laborer	Welder	Mason
Boiler Installation	Rug Cleaner	Foundry Supervisor
Delivery Boy	Floor Waxer	Sheet Metal
Stock Boy	General Motors	Shipping Clerk
Bus Boy	Lockheed Air Craft	Chemical Operator
Messenger	Curtis Wright	Grind Sheer
Counselor	N.J. Bell	Textile Worker
Salesman	Western Electric	Construction

The income generally associated with the above listing is sometimes deceiving. For example, electricians were assistants, factory jobs were at the lowest end of the salary scale, and many of the better paying jobs ended in lay offs.

In order to better understand past employment, let us look at the ranges of pay involved among those occupations listed above.

Pay Scales from Previous Trainee Employment

Beginning Salary	$1.00-1.99	2.00-2.99	3.00-3.99	4.00-4.99	5.00+
Number	10	58	28	3	1
Ending Salary	1.00-1.99	2.00-2.99	3.00-3.99	4.00-4.99	5.00+
Number	10	[illegible]	40	6	2

Over 80% of the trainees' past compensation was in the two to three dollar per hour range. The greatest indication of salary increments jumped from the two dollar per hour range to the three dollar per hour range. With some simple arithmetic we might also find that those whose salary began at $2.00 per hour made $512.00 per month before deductions, which is not a family man's income. Those making $4.00 per hour made $1,024.00 per month before deductions, which approaches an average family income. Within those per month salary ranges it would appear as if a man could aspire to maintain his current job because of its remunerative potential. However, we must look a bit further to find what happened to the trainees in their past employment.

The table below is not as exact as those previously cited. Complete information was not as available on reasons why trainees left previous jobs. The information provided by the table reflects a pro-rated estimate of reasons for leaving previous jobs when making application to NCTTC.

Trainee Reasons for Leaving Past Employment

Reasons	Still Employed	Laid Off	Seeking Better Pay	Fired	Employer Bankrupt
Number	10	50	20	12	8

One can easily see that 78% of all past employment resulted in lay-offs, bankrupt employers and trainees seeking employment that offered better pay. The 12% listed under Fired was either listed as Fired or Terminated on the application forms interpreted to mean the same thing. Of note is the evaluator's observation that many of those who were laid off were employed by construction, electrical, or trade companies, and by larger corporations such as Western Electric, New Jersey Bell, etc. It is our assumption that these reasons were valid as it is the responsibility of the Outreach Office to verify these statements. Reflecting back to the last two tables which, on the surface, indicated that trainees had held jobs with promising salaries we now can see that at least 90% were unemployed when they applied to NCTTC, and for very valid reasons.

Upon further analysis of the application data, we found that 33% had belonged to some union in the past, while 37% owned a car.

A final piece of information gleaned from the applications revealed sources of referral. Only 50 of the 100 applications yielded this information; therefore, the numbers in the chart below represent actual numbers, not percentages.

Sources of Referral to NCTTC

Source	Friend	Relative	NCTTC Personnel	Essex Co.Coll.	Other
Number	38	4	3	2	3

It is of interest to note that of the 3 in the "Other" cell, 2 learned of the program through a newspaper, while the third was referred by his parole officer.

V. DEMOGRAPHIC DATA ON TRAINEE EMPLOYERS

An Employer Data Form was prepared prior to the collection of evaluation data (see Appendix C). This form proved to be of little utility. We found that most of the information could be obtained from NCTTC and that it was of such a nature that it applied to all contractors. Let us cover the information sought through the Employer Data Form.

Listed below are the names of some of the contractors. Some major companies are involved in all aspects of construction while others are temporary sub-contractors. This listing includes 35 names, but more than 40 contractors employed trainees during August. Since the number of contractors fluxuates, this list will suffice as a sample.

Employers Utilizing Trainees

F. Briscoe Company
Union Construction
Clark Partition
Cerami Construction Co.
Valentine Electric
Beach Electric
J.L. Muscarella
Astro Concrete Co.
Fluoro Electric
Jacobson
P.J. Herbert Construction
McLone
Crescent Construction
Otis Elevators
Goodyear Elevators
Germinaro
W & H Conveyors
Matthews
Muller
McBride Contractors
Richardson Engineering
Arace & Sons
Max Drill
D'Adderio
Del Turco
Hemminger
Bouland Sheet Metal
Stenke
Parkway Insulators
Wool Sulate
Industrial Sprinklers
Grinnell
Conforti/Eisele
Robert Shaw

All of the contractors are of one type of industry - major construction.

The number of union employees on particular job sites varies according to current needs, which fluxuate. Likewise, the number of trainees varies accordingly. As previously stated, one trainee is supposed to be on the job for every five union journeymen present. When a particular job is in its early stages only a few workers are needed. As the job grows in proportion the number of workers increases until a peak is met, then as the job approaches completion fewer and fewer workers are required.

NCTTC trainees do not use the union system for the identification of their training level. Most unions have two levels of classification, apprentice and journeymen. The apprenticeship usually lasts five years, this varies across individuals and trades. The apprentice level of skill proficiency is identified by the number of years he has been an apprentice, for example, a third year apprentice. NCTTC trainees follow the same system of labeling as the apprentices but are called trainees instead of apprentices. There are 3 basic trainee labels: (1) Basic Trainee, (2) Advanced Trainee (2nd through 5th year), and (3) Journeyman Trainee.

Trainee salaries are the same as that provided by the trade unions pay scale. Below is a table listing the trades that are open to NCTTC trainees. Also included are the hourly rates of pay that are equivalent to union apprentice. Note that pay rates vary between Essex and Union County. The pay rates are only given in percentages because the union shops are currently negotiating and getting salary increases which would, therefore, make a listing of dollars and cents at this time inaccurate. The percentages represent the apprentice's pay according to a journeyman. For example, if a journeyman's hourly rate is $9.00 and the apprentice's percentage is 35%, the apprentice would be making $2.75 per hour.

Trainee Pay Scale

Trade	Jurisdiction	Basic Hourly Rates for Trainees Equivalent to Apprentice Rates									
		1st yr		2nd yr		3rd yr		4th yr		5th yr	
		1st 3 mo	Bal of yr								
Carpenters	Essex County	35%	50%	60%		70%		80%			
		1st 6 mo	2nd 6 mo	3rd 6 mo	4th 6 mo	5th 6 mo	6th 6 mo	7th 6 mo	8th 6 mo		
Carpenters	Union County	50%	55%	60%	65%	70%	75%	85%	95%		
Masons	Essex County	50%	50%	55%	60%	65%	75%	80%	90%		
Masons	Union County	35%	40%	50%	60%	70%	75%	80%	90%		
Iron Workers	Essex County	60%	70%	75%	80%	85%	90%				
Sheet Metal	Essex Co. & Union Co.	45%	50%	55%	60%	65%	70%	75%	80%		
Lathers	Newark & Elizabeth	50%	+25	+25	+25	+25	+25	+25	+25		
Glazers	Essex & Union Co.	30%	35%	40%	45%	50%		60%	70%		
Electricians	Union Co.	40%	45%	50%	55%	60%	65%	70%	75%		
Electricians	Essex Co.		35%		50%	60%		70%			
Plumbers	Essex & Union Co.		40%		50%	60%		70%		80%	
Fitters	Essex & Union Co.		35%		50%	60%		70%		80%	
Roofers		Trainees 50% + 10% for every 1000 hours worked									

Basic hourly rates were not available for Operating Engineers, Millwrights, Elevator Constructors, Rodman, Plasterer, and Pipe Coverer. Journeymen's pay rates range from $7.00 per hour to more than $10.00 per hour. It is easy to observe that trainees entering the construction trades have the opportunity to earn a very good income with several years work experience.

On the job the trainee has a foreman who supervises his work. In addition, the trainee is supposed to be working with a journeyman who trains him and, unofficially, supervises his work. Theoretically, there are five supervisors for each trainee, based on the one trainee per five journeyman agreement. The site-laision man also provides a supervisory function although he is directly representing NCTTC.

The foremen have the primary responsibility to see that the trainee is trained and given work. He also submits a bi-weekly evaluation of the trainees' job performance, and he may recommend an advanced rating for the trainee at times other than when the union rating scale is mandatory (some trainees have advanced three skill years in one years' work by this method).

The trainees' orientation is provided by both NCTTC shop teachers and by the company where he is placed. The first thing trainees are taught is safety rules. Then they begin to learn how to use their tools. Depending on the risk involved in the particular job placement, a trainee observes the activities on the job site before he engages in actual work.

A trainee may or may not work on a praticular job until it is finished. As a general rule he will finish a specific assignment. However, he may not finish a job if there is a strike, lay off, or a cut back on a particular phase of his job.

The shop classes may serve several purposes in helping the trainee acquire trade skills. Incidentially, the shop teachers spend two afternoons each week on job sites observing the types of work their trainees are doing. The shop class may be used to assist trainees with current problems they are experiencing on the job, or it may be used to teach skills trainees are not learning on the job.

Just as salaries differ across unions so do fringe benefits. Fringe benefits may depend upon trainee levels of competence or upon completion of a specific number of hours worked. Trainees are supposed to be covered by worker's compensation, which they seem to be. I met no trainee who had yet received Blue Cross/Blue Shield Medical coverage. Some are having salary deductions for vacation, but little else. This whole area needs to be looked into by NCTTC.

VI DEMOGRAPHIC DATA ON PUBLIC EMPLOYMENT PROGRAM STUDENTS (PEP)

Prior to our initial evaluative activities we were unaware of the inclusion of PEP students in the ABE program. Therefore, we had no instrument with which to collect demographic data. Both PEP programs are administered outside the NCTTC/ABE facility and the additional time required in gathering, sythesizing and interpreting their applications was beyond the resources provided for this evaluation. The following is an effort to provide a brief summative commentary based on a few interviews and observations.

Both the mayor's Model Cities program and the New Jersey College of Medicine and Dentistry serve components of the Public Employment Program which is funded by the Emergency Employment Act (EEA). This program was established to provide training for Newark's unemployed and underemployed. PEP students are given on-the-job training and are paid by funds from the EEA. They attend ABE classes twice a week, two hours each day, being released from work.

PEP students represent on age range comparable to that of NCTTC trainees; however, the average age appears to be thirty and beyond. The majority of this group are females. All students in the Allied Health program of the New Jersey College of Medicine and Dentistry are Welfare Demonstration mothers. These mothers are trained primarily for hospital work in the areas of mental health and family health care. Those involved in the mayor's PEP program fall into five basic categories: (1) Finance, (2) Sanitation Department, (3) Health and Welfare, (4) Mayor's Office, and (5) Public Works. Under those five categories are specific jobs such as security guard, nurses aide, secretary, receptionist, public health aide, parks and recreation maintenance, etc.

PEP students attended ABE to obtain a GED or its equivalent (see ABE Functions section). Many of the job situations PEP members aspire to attain include this requirement.

The PEP program was originally scheduled to be phased out in 1975. However, funds are in such a state that PEP is presently cutting back its program at a rapid rate. It is expected that PEP will not be included in ABE's plans for next year due to its immediate termination.

VII. ADULT BASIC EDUCATION (ABE) PROGRAM

A. Rationale and Goals

Newark, not unlike many other urban areas, has an extremely high drop out rate. The lack of a high school diploma frequently prohibits aspiring workers the opportunity to gain meaningful and equitable employment. In addition, most career training programs gain little success due to the fact that their trainees do not possess the ability to read, write or perform basic math operations which are necessary to pass entrance tests or to perform routine work requirements. Due to societal stereotypes and tradition, individuals from ethnic minorities suffer most when they have dropped out of high school.

Thus, the ABE program has been given a rating of high priority, specific to its association with the vocational career ladder training programs of the Newark Construction Trade Training Program, the Public Employment Program of the Model Cities, and the New Jersey College of Medicine and Dentistry's program. Therefore, we find a major attempt to serve individuals with both a program oriented toward the acquisition of occupational competency, as well as a basic education which serves two purposes: (1) that of personal educational achievement and (2) certification necessary to meet vocational entry requirements.

These programs are designed to serve the people residing in the Model Cities area of Newark who are undereducated, unemployed, and underemployed. Special efforts are made to serve minorities, veterans, and former correctional inmates.

The broad goals of the ABE program are to provide its students with training intended:

(1) To improve the students' mastery of the basic communication skills, basic mathematics, and English as a second language.

(2) To increase the students' proficiency in the communicational and computational skills to meet their individual levels of potential.

(3) To interpret and relate students' educational accomplishments in order for them to observe educational relevancy to their occupational training and their career objectives.

(4) To enhance their understanding of our free enterprise system in order to better prepare them for their roles as productive citizens.

(5) To help make possible for the student the acquisition of his high school equivalency diploma, thus giving him a sense of personal and educational achievement.

(6) To introduce the adults to college level work and prepare them to function and enjoy a higher education.

(7) To enable undereducated and underemployed citizens to obtain and maintain employment and be afforded an opportunity to continue their education and advancement.

(8) To develop a career ladder program for staff in the project to become associate professionals and professionals in Adult Basic Education by providing more sensitive and committed education.

The agencies involved in the ABE program (NCTTC, PEP, and N. J. College of Medicine and Dentistry) accepted the goals and objectives set forth by the ABE staff. NCTTC duplicates the costs that were funded by the U. S. Office of ABE. Matching funds were also supposed to come from the Model Cities grant; however, no cash has been allotted. Their contribution thus far has been by means of staffing. PEP paid Ninety Thousand Dollars in release time for students to attend ABE classes. Essex County College matches funds primarily through the offering of staff time and college resources which reflect both direct and indirect costs. The college is currently attempting to include more of the ABE program in its budget.

B. Professional Staff and Training

Like all aspects of the NCTTC/ABE program, a career ladder approach for ABE staff is in effect. The ABE Career Ladder consists of the following levels, training, and job descriptions:

1. Work Study Students (ABE Aides). These students have completed one year of college and are receiving training as tutors. They assist the remainder of the staff with clerical and tutorial help when possible.

2. Associate Professionals. These personnel have acquired an Associate Degree and have had at least one year's experience as a tutor. They tutor and give small group instruction under the supervision of an ABE Specialist.

3. Instructional Assistants. This requires a Bachelor's Degree and either current enrollment in a graduate level teacher training program or the equivalent of one year, full-time experience. They teach from prepared lesson plans based upon the objectives determined by the ABE Specialists.

4. ABE Specialists. This requires a Master's Degree and one year of experience or a Bachelor's Degree and three years experience in teaching. They are involved in planning the curriculum, teaching, and in leading teaching teams consisting of graduate students and Associate Professionals.

The Director is responsible for the overall operation of the ABE project. This includes hiring the personnel and planning the curriculum. It requires a background in education, administration and community involvement.

It is our understanding that during the past year the number of staff had reached a peak of twenty-two members. At the time of this evaluation, there were only twelve staff members. Two factors seem to have precluded the presence of a larger staff: (1) fewer staff were needed as many PEP students have ceased attending ABE, and (2) staff members who attend Essex County College either completed their programs or were out of town for the summer. The present staff size seemed adequate for the number of students who were in attendance. However, the director was conducting interviews in order to hire a full staff for the fall when enrollment is expected to greatly increase.

The ethnic composition and sex of the current staff is as follows:

	Black	Puerto Rican	White	Male	Female
Director	1			1	
ABE Specialists	1	1		2	
Instructional Assistants	1	1	2	3	1
Associate Professionals	5			2	3

It is apparent that a good racial mix is employed at the staff level. However, those staff members who are most closely tied with Newark's population and who come from the Model Cities area are at the Associate Professional level. The availability of personnel from Newark at the upper levels is seemingly small.

Staff training and in-service is small in scope and, at best, informal. The initial staff attended a citywide workshop conducted by the local Board of Education and Essex County College. It also attended a few sessions with the Adult Education Resource Center. Besides these activities there has been no formal in-service program. In view of what seems to be a relatively large staff turnover, more planned in-service programs are desirable.

It was observed that new staff members generally take a few days observing in classes before becoming actively involved. Then they write some lesson plans under the supervision of an instructional specialist before they begin teaching and tutoring.

New staff members are not apprised of the program operations. They should be issued a handbook describing the goals and functions of ABE, the operations of NCTTC and PEP, and take tours of construction sites. It would seem that a complete orientation including conceptual and experiential aspects of total program operations is a must.

A final observation, which may be viewed as positive, is that practically all staff members are currently enrolled in an accredited college or university.

C. Instructional Curriculum and Resources

Upon entering the ABE program, all NCTTC Trainees have been tested by a counselor with the Tests of Adult Basic Education which is adapted from the California Achievement Tests. Therefore, achievement levels are known before a new trainee enters the program. Individual profile sheets accompanying this test, that serve to give an item analysis of specific strengths and weaknesses in skill areas, are not utilized. Use of the profile item analysis sheets would greatly enhance the ABE instructors' planning for individual students.

The mode of instruction observed in the classrooms was almost exclusively that of a single lesson being taught to an entire group. Since placement of trainees is made by NCTTC according to trade, we can assume that a wide range of ability levels can be found in each class. Theoretically, the wider the range, the more need there is for individualization or grouping for skill development. A small number of trainees receive tutoring on a regular basis, while others receive it when they ask for special help. Another small number also spend portions of their academic day in the Language Lab which is also available to all students. In summary, it was observed that the slower students do receive special treatment; but the view is taken that special efforts should be made to utilize test data more wisely so that more grouping and individualization occurs in the regular classrooms, particularly because this group as a whole presents the problem of academic deficiency.

The text books are, for the most part, those used at Essex County College. By and large, the material covered is remedial although it might seem to be college level. Students seem to like the idea of using college books; it appears to give them a sense of self-esteem. Students have to buy the books and they appear to cover basic education material. With the exception of the Language Lab, there appears to be little academic material available.

The absence of materials other than basic texts leads the evaluator to three observations of a curriculum nature: (1) Without additional materials (hard wares) it is impossible to make any headway toward individualized instruction; (2) the fewer materials, the fewer the opportunities to provide sources of motivation, especially for an educationally "turned-off" population, and (3) the classrooms are physically sterile and drab in appearance (not a very conducive environment for learning).

What seems to be a very good reason for the absence of materials is a matter of budget and cost sharing. Money allotted for equipment usually is spent for major pieces which are not perishable, especially in the initial stages of a new program. Money allotted for supplies is generally used for perishable items such as paper, pencils, typewriter ribbons, etc. The point here is that money has not been available for the purchase of individually prescribed instruction materials, subscriptions to trade magazines, library books, etc. Such money must be made available in order to enrich the learning environment. If an educationally sound program is to evolve, a greater portion of direct costs funds should be channeled into educational materials. From a total budget in excess of three hundred thousand dollars, less than four thousand was earmarked for equipment and supplies.

The Language Laboratory is another curriculum feature which needs elaboration. The lab was visited on three separate occasions. There is a System 80 kit, rented with grant money, which primarily teaches reading comprehension at a fourth grade level and below. The other equipment includes a reading pacer, film strip projector, SVE filmstrips, and a programmed instruction kit which also stresses reading comprehension. No material was geared to trade-related areas. There was no evidence of teacher planning around the use of the lab. Perhaps, if more diagnostic work is done with students, the teachers could make prescriptive lab assignments for students functioning below a sixth grade reading level, thus incorporating a small degree of individualized instruction. Associate Professionals could, on a rotating basis, supervise the lab and maintain a file to record students' progress and to give individual help. Some consultant money would be well spent if a curriculum expert could be brought in to assist in developing curriculum materials and suggesting commercial programs and items to be purchased.

There was minimal evidence of any curriculum material being geared to the various vocations and trades in which students are employed. There was some minor evidence, but only with two teachers. This area needs considerable attention as it should make the curriculum more meaningful and interesting.

The teachers who were observed appeared knowledgable and confident. In all cases lessons seemed to be well planned. The most noticable problem involved classroom discipline with NCTTC trainees. Coming in late, inattentiveness and "clowning" could have reflected the lack of preparation to meet individual needs. As new trainees came into the program the pace of the classes slowed down while the new members were caught up. The use of a regular teacher and one or more Associate Professionals in each class could eliminate this problem by allowing for the grouping of students. Smaller classes might also eliminate some discipline problems.

Students primarily attend classes to obtain instruction leading to a high school diploma. There are two options open to all students. First, the student may take instruction until he feels he can pass the High School Equivalency Examination (GED). He can take this exam at any time. If he expresses this desire, he can take a test that has proven to be a good predictor for passing the GED exam; it also serves to point out weaknesses. A few, but not many students have gained an equivalency diploma during the past year by this method. Second, the ABE program offers a course of instruction whereby students may obtain an equivalency diploma after the successful completion of a 24 credit program. Samples of courses are: Basic English Sentence Structure, Business Communications, Fundamentals of Science, Pusiness Mathematics, etc. The greatest asset of this option is that some of the credits may be applied to a degree program at Essex County College, thus allowing the student to enroll with advanced standing. This method also eliminates the stress of passing one test to gain the GED.

Although many recommendations were made in this section, the program is making strides toward meeting its academic goals (see Results section). In view of the progress being made under the present conditions, it is conceivable that progress could be phenomenal if individualized instruction were to be incorporated on a school-wide basis.

SECTION II

EVALUATION DESIGN, RESULTS AND RECOMMENDATIONS

I. ABE OBJECTIVES

1. Improve the communicative, computational and social skills for adults whose inability to effectively use these skills substantially impairs their getting or retaining employment commensurate with their real ability.
2. Enhance their understanding of the free enterprise system in order to prepare them for their roles as productive citizens.
3. Interpret and relate students' educational accomplishments in order for them to observe educational relevance to their occupational training and their career objectives.
4. To help make possible for the students, the acquisition of his high school equivalency diploma thus giving him a sense of personal and educational achievement.

The above list is obviously representative of broad planning objectives. Such is the case, and often a necessity, with the inception of a new experimental program. With the understanding that the ABE program being evaluated has only completed the first year of a three year program, this evaluation merely represents a status assessment of an evolving program, not a judgment of the terminal efforts. Hopefully, the following evaluative procedure, results, and recommendations will serve to identify strengths and weaknesses, and lead to the development of more precise and measurable objectives.

II. EVALUATION PROCEDURE

As mentioned previously, aspects of the evaluation differ from that proposed in the contractual agreement (see Appendix D) in order to give service to components of the NCTTC/ABE Program that had been unanticipated.

Under the conditions of the above agreement we had intended to collect and to secure data from NCTTC/ABE relative to the construction trainees that would enable us to:

(a) Make an analysis of the recruitment procedure and its appropriateness to the project and its relationship to trainees admitted to the program.
(b) Monitor and document the program itself with a view to describing the treatment and assessing the conceptual and operational adequacy of the program.
(c) Make an analysis of pre- and post- test data to assess the actual level of skills mastery.
(d) Provide an assessment of trainee perceptions of the program and their reactions to it.
(e) Make an assessment of employer post-training perceptions of trainees.
(f) Produce an integrated summary of findings with implications for the project.

Three months prior to our evaluative activities copies of three instruments we developed (for the collection of demographic data on both trainees and employers, and

to survey the attitudes and perceptions of trainees) were sent to Dr. Grace Hewell, Mr. James Howard, Dr. Lou Hofman, and Mr. Jerry Lieberman for their inspection (see Appendices A, C, E and F.

Personnel from the Outreach Station, Counseling and Placement services were personally interviewed to secure data that would enable us to analyze the recruitment procedure and its appropriateness. An outline of these services was also provided by NCTTC's Director of Operations. The results of these findings are included in the section about NCTTC.

In order to monitor and document the program itself with a view to describing the treatment and assessing the conceptual and operational adequacy of the program, the evaluation team took twenty-one days for investigation. Interviews were conducted with the Director of ABE, NCTTC's Director of Operations, NCTTC's Director of Training, NCTTC's Outreach, Counseling and Placement Personnel, Site-Liasion Personnel, four ABE staff members, 50 PEP and Trainee students and an Affirmative Action Compliance Officer. Visits and observations were made at various construction sites, shop classes, ABE classrooms, and the ABE Language Laboratory. The entirity of this document is flavored with the findings of these interviews and visitations. The Recommendations and Conclusions sections specifically report the findings of observations relative to the ABE component.

A goal of the program was to raise the educational proficiency of students in communication and computational skills. This goal was measured by analyzing pre- and post-test scores obtained on the Reading and Math sections of the Tests of Adult Basic Education. A correlated t test was applied to determine if academic growth had taken place. Significance was set at the $p \leq .05$ level of significance. Matching pre and post-test scores were provided by the Director of ABE. Test results for trainees and PEP students were reported separately.

Another means of assessing the program was to measure the attitudes and perceptions of students about the quality of program services. A twenty-two item questionnaire was devised (see Appendix E) to secure perceptions regarding the recruitment procedure, the ABE program and its personnel, and of the overall mechanics of the program. There were three possible responses: YES - NO - UNDECIDED. If the program services were perceived as neutral, it was hypothesized that the instrument would yield equal numbers of responses in each YES - NO - UNDECIDED category. If the program was perceived as positive, the percentages of YES responses to each item would be greater than 33%. It was decided, therefore, that the program would be perceived as positive if more than 33% of the students responded YES to more than 50% of the 22 items. All twenty-two items were given to trainees, while items 1,2,3,4,5, and 11 were omitted in reporting PEP students' perceptions.

A more in-depth type of interview was used with 34 trainees and 16 PEP students. Personal interviews were conducted to assist in evaluating the ABE instruction, students' regard for ABE staff, the future effects of the program on individuals, problem areas, suggestions for improvements, and a summative evaluative comment on the ABE program. The results were reported basically in percentages and frequency distributions by making a factoral

analysis of the interview data. A stratified random sample of 34 trainees, plus alternates, were selected from a current roll list. The strata controlled for proportions of trainees currently employed in various trades. Because of its phasing out status a random sampling of PEP students was impossible. Six interviewees were from the Allied Health Division, while the remaining ten came from the regular PEP program.

Employer post-training perceptions of trainees is not included in this report as was intended. This data was to be made available to us by ABE as it was a piece of their internal evaluation. However, this data had not been collected before or during our investigation. Some scant information about this area came from conversations with NCTTC and contractor personnel who agreed that NCTTC trainees were doing as well as union apprentices.

Recommendations and Conclusions sections provide an integrated summary of our findings with implications for the project.

III. RESULTS

A. Student Achievement

Selected subtests were taken from the Reading and Math sections of the Test of Adult Basic Evaluation. The only reading subtest given was Reading Comprehension. Only computational sections of the Math section were administered. Originally, all Language subtests, except Spelling, were given, but problems of administering this section in addition to the Reading and Math sections during one sitting precluded the gathering of this data.

To date, no students are required to take the tests; however, they are encouraged to take them and are given the rationale that the taking of the tests would assist the ABE teachers in their planning for individual students. Since the taking of the tests is optional, many choose not to take them. That is one reason why so few matching test scores were made available to the evaluators. In no case is there an N above 30, which is generally the lower limit accepted to eliminate the probability of a Type I error in the interpretation of mean differences.

An additional reason why there are so few matching scores is because the initial testing was poorly managed. Many students copied from each other's test booklets and time limits were not strictly kept. Initial scores suspected of being affected by either of the above reasons were arbitrarily omitted.

TABLE I Comparison of NCTTC Trainee Pre and Post-Test Score Means on the Math and Reading Subtests of the Tests of Adult Basic Education

	N	MATH	N	READING
Pre-test	18	6.9	25	6.6
Post-test	18	7.8	25	7.8
Difference		.9 *		1.2 **

* Significant at .05 level. t = 2.37
** Significant at .0005 level. t = 5.45

Given the limitations previously cited, the above table gives encouraging evidence of the potential success of the academic portion of the training program. Equally encouraging are the results of PEP students in Table 2.

TABLE 2 Comparison of PEP Students Pre and Post-Test Score Means on the Math and Reading Subtests of the Tests of Adult Basic Education

	N	Math	N	Reading
Pre-test	17	6.9	30	7.7
Post-test	17	8.6	30	8.5
Difference		1.7 *		.8 **

* Significant at .05 level. t = 2.30
** Significant at .0005 level. t = 4.70

Given the existing data, favorable impressions about student achievement are forthcoming. However, future results obtained under more rigorous conditions is extremely desirable.

B. Student Attitudes and Perceptions via Survey Form

During the week that the ABE staff administered the attitudes and perceptions survey 70 NCTTC Trainees and 30 PEP students responded to the items. The results of each item are reported below in tabular form with both NCTTC Trainee and PEP student responses included where applicable. The numbers given under the YES - NO - UNDECIDED categories represent percentages of responses.

TABLE 3 Did the person who interviewed you for the program explain the program well?

	Yes	No	Undecided
NCTTC	71	21	8

TABLE 4 Do you feel that the person who interviewed you for the program was interested in you?

	Yes	No	Undecided
NCTTC	67	20	13

TABLE 5 Were you recruited by a member of the Adult Basic Education staff?

	Yes	No	Undecided
NCTTC	24	64	12

TABLE 6 Were you recruited by an agency or by someone who does not work at the Adult Basic Education Center?

	Yes	No	Undecided
NCTTC	36	54	10

TABLE 7 When you were unable to come to the center to do your school work did someone come to your home to help you?

	Yes	No	Undecided
NCTTC	03	73	24
PEP	00	100	00

TABLE 8 Are there enough staff members at the Adult Basic Education Center so that someone is always available to help you with your school work?

	Yes	No	Undecided
NCTTC	48	30	22
PEP	58	26	16

TABLE 9 In most of the school work you do at the center, can you work as fast or as slow as you feel you need to?

	Yes	No	Undecided
NCTTC	60	20	20
PEP	67	16	17

TABLE 10 Is the whole class taught a lesson at the same time very often?

	Yes	No	Undecided
NCTTC	76	11	13
PEP	84	10	06

TABLE 11 Does a teacher teach two or three of you at the same time?

	Yes	No	Undecided
NCTTC	34	50	16
PEP	67	30	03

TABLE 12 Are the instructional materials interesting?

	Yes	No	Undecided
NCTTC	65	16	19
PEP	50	20	30

TABLE 13 Is a lot of the instructional material about the work you are doing on your job?

	Yes	No	Undecided
NCTTC	57	28	15

TABLE 14 Do you feel that the school work you have been doing will help you pass the High School Equivalency Examination if you wish to take it sometime in the future?

	Yes	No	Undecided
NCTTC	60	17	23
PEP	57	30	13

TABLE 15 Do you feel that what you have learned at the Adult Basic Education Center is useful to you now?

	Yes	No	Undecided
NCTTC	68	10	22
PEP	74	13	13

TABLE 16 Do you feel that what you have learned at the Center will be helpful in planning your future?

	Yes	No	Undecided
NCTTC	78	06	16
PEP	70	20	10

TABLE 17 Has the reading instruction helped you the most?

	Yes	No	Undecided
NCTTC	44	23	33
PEP	47	33	20

TABLE 19 Has the math instruction helped you the most?

	Yes	No	Undecided
NCTTC	53	21	26
PEP	70	07	23

TABLE 19 Are the staff members at the Center pleasant to be with?

	Yes	No	Undecided
NCTTC	71	10	19
PEP	90	03	07

TABLE 20 Do the staff members treat you in a way that makes you feel important and appreciated?

	Yes	No	Undecided
NCTTC	54	25	21
PEP	83	04	13

TABLE 21 Has what you have learned about jobs and employment at the Center made your thinking about work more meaningful?

	Yes	No	Undecided
NCTTC	67	14	19
PEP	64	13	23

TABLE 22 Have private talks with a person on the Adult Basic Education staff helped you in planning your future career?

	Yes	No	Undecided
NCTTC	42	31	27
PEP	37	53	10

TABLE 23 Are your job and education schedules well planned and convenient?

	Yes	No	Undecided
NCTTC	55	21	24
PEP	60	27	13

TABLE 24 Do you feel personally successful in the progress you've made in your school work?

	Yes	No	Undecided
NCTTC	60	17	23
PEP	73	10	17

Of the 22 items, only two yielded less than a 33% score in the YES category. Therefore the conclusion, based on the results of students' attitudes and perceptions, is that the ABE program is a positive program.

The two items that did not receive more than 33% YES responses were essentially insignificant. Table Number 5 refers to the sources of trainee recruitment. It has already been determined that enough applicants "walk-in" that an aggressive recruitment program is unnecessary. This concern as well as those found in tables 3,4,5,6 and 13 were not applicable to PEP students; especially Tables 3-6 because their recruitment procedure was not a concern of this evaluation. The rationale for seeking responses to Table 13, regarding instructional material related to the job, was that ABE had proposed to develop such an instructional curriculum for trainees, but not for PEP, so this item did not apply to PEP students. Table 7, pertaining to homebound instruction indicates that ABE's proposed intention to provide this service never materialized. The ABE director said that many tutors were females who would not go into trainee homes because of the potential risk of personal harm while in their neighborhoods. In addition, most trainees do not have telephones, so scheduling of homebound instruction would have been impossible. In view of the above circumstances it would seem that attempts to develop homebound instruction would be futile and not a worthwhile pursuit. The excessively low YES responses to this item serves as a validation check that indicates the students did take the task of responding to this instrument seriously.

Table 10 reported an item that supported the evaluator's observation that whole group instruction seemed to take place much too often. Table 11 yielded both good and bad results: only 34% of the trainees have experienced small group instruction, whereas 67% of the PEP students have. This indicates that trainees are probably getting much less individualized instruction than they need.

Table 17 indicates that the reading instruction is having an almost neutral impact on NCTTC and PEP students. This might indicate a need for a reading specialist. Support for this 'notion' can be gleaned from Table 18. Skills involved in the reading instruction are much more relevant to PEP vocations than trainees, however 70% of the PEP students rated the math instruction as the best. There should be many residual benefits carrying over into vicational competency if the reading program were strengthened for PEP students.

A final observation of great importance is that the most positive findings indicate that the students like the ABE staff, who seem to treat them well; and that students feel that the program is serving a useful purpose at present and will be of value in planning their futures.

In sum, the program appears to be serving the needs of its recipients at a good pace.

C. NCTTC Trainee Responses to Personal Interviews

Through the stratified random sampling procedure we had hoped to select a sample that would be representative of the general age distribution of trainees and of various intervals of time employed. Of the 34 interviewees 15 were between 18 and 24 years of age, 13 between 25 and 30, and 6 were over 30. Eight had been employed from 0-6 months, 15 from 7-12 months, and 11 from 13-18 months. With regard to the small number of trainees interviewed, these figures seem to be representative of the entire population.

The results reported in the tables below are generally given in percentages; any exceptions will be shown as frequency distributions. As in the previous section, each table will be identified by a specific question.

TABLE 25 — As you began working in your construction trade, did you feel that additional school work would help you do your job better?

yes	no
85	15

Apparently most trainees felt that they needed additional school work. When asked to be more specific in terms of what they felt they could learn that would be helpful, some common replies were: "to read blueprints, to read the ruler, to learn how to do fractions, to estimate sizes and lengths, etc." Many said that the shop instruction was best because it was directly related to their work. However, they felt, in general, that the ABE math was important too because they needed it to pass the GED exam.

TABLE 26 — Which subject did you need the most, math or English?

math	English
72	28

It is reasonable that math was felt to be needed most since most of the trades require mathematical operations much more than verbal communication. It should be pointed out that all three Spanish speaking interviewees said they needed English more than math. In addition, eight said that they were equally important subjects.

TABLE 27 — What subject has been taught the best, math or English?

math	English
77	23

Again, the most common reason for feeling that math was taught the best was because it was more relevant to the job. The few who said English was taught the best gave the reason that they had had too many math teachers; whereas, their English teachers had been constant.

TABLE 28 — In general, has the school work been: (1) too hard, too easy, (2) too fast, too slow, (3) interesting, not interesting?

Too Hard	14	Too Fast	18	Interesting	80
Too Easy	18	Too Slow	22	Not Interesting	14
Sometimes Both	68	Sometimes Both	60	Sometimes Both	6

More than 30% of the trainees felt that the instruction is either too hard, too easy, too fast, or too slow. Table 28 indicates that in each class approximately 15% of the students are overly challenged by the instruction, while another 15% are not challenged enough. These are 30% who need appropriate instruction at their own levels. One might assume that they are the ones most likely to present discipline problems. It is quite rewarding to find that 80% feel the classes are interesting.

TABLE 29 — a. From your contact with the ABE staff, do you feel they take an interest in you personally?
b. Do you feel that they are sincerely concerned with helping you develop your school skills?

	yes	no
a.	97	3
b.	97	3

These results must be viewed as one of the major reasons why the ABE program has achieved its successes. They reflect that the ABE staff is sensitive to the needs, lives, and past educational experiences of the trainees.

TABLE 30 — Has the ABE staff discussed with you, as a group, any personal concerns you've had about your work situation or the ABE program?

yes	no
61	39

This item was intended to assess the degree to which the staff made themselves available in a personal fashion. In view of the results of Table 29 one might have expected more than a 61% YES response in Table 30. However, the 61% seems quite high with the realization that professional counselors are available to deal with personal problems, while site-men are provided to handle work problems.

TABLE 31 How do you feel the entire program (ABE and trade training) will effect you in the future?

Number	Future effects
14	To become a qualified construction worker.
7	To get a GED.
17	Even if I don't become a journeyman, I have learned skills that will give me a better income.
8	I'll open my own business.
3	Experiences I've had with a variety of people will be helpful in getting along with others.
12	I'll be able to provide for my family and their future.
8	To get into a union and the security of its benefits.
2	The education has made my mind sharper.
1	I have learned patience and self-control.
1	I won't have to get on Welfare.
1	I have become a dependable person.
2	It has made me feel good physically, and I've gotten a lot of self-confidence.
12	I'll have a good standard of living.
2	I'll be able to get a better education, i.e. be an engineer, lawyer.
4	I've learned how to budget my money.
2	I'll be able to buy a home.

In every case the interviewees had positive responses to this item. It is doubtful that any other program would have yielded such positive responses at such an early stage of development. When these responses were challenged in the sense that if the program was not refunded would the trainee feel the same, the usual response was to the effect that what had been learned couldn't be taken away and that he (trainee) would still have a more promising future. Many said that this was the best program in existence.

TABLE 32 What problems have you encountered with the NCTTC and ABE programs:

Number	Problems
6	Too much authority exerted in ABE by NCTTC.
2	Trainees sometimes are not placed with journeymen.
4	Trainees do dirty work on the job and their experience is not well-assessed.
8	Union workers antagonize trainees.
16	A lack of fringe and health benefits.
2	Need transportation to work and school.
5	Too many teenagers are irresponsible, need more older guys.
1	Younger guys get poor supervision on the job.
19	Confusion over NCTTC and ABE operations.
1	ABE staff needs to know more about their responsibilities.
2	Staff should plan lessons better (ABE).
4	ABE staff needs to be more consistent in their standards and requirements.
10	Too much ABE staff turnover.
10	Need smaller ABE classes.
13	ABE should enforce stronger discipline.
1	ABE staff show favoritism to some students.
1	English as a Second Language should be offered.
2	ABE staff needs stronger communication with each other.
1	ABE staff needs better communication system with students.

To summarize, the trainees feel a need for more clarification over fringe benefits. This whole area was also unclear to the evaluators. There also seems to be a great deal of confusion over the total operations of ABE and NCTTC. In regard to ABE, it is felt that stronger discipline is needed, smaller classes are needed, and there is too much turnover of teachers. There was a tendency for trainees to bring up more problems related to work than anything else, many sought answers to questions and advice from the interviewers.

TABLE 33	What could you suggest to improve the NCTTC/ABE program?
Number	Suggestions
3	Hire more site workers.
1	Don't dock a trainee a whole days pay if he is tardy for shop or ABE classes.
1	Hire trainees according to need, make better qualification standards.
1	Enforce rules on absenteeism and tardiness.
1	Increase trainee's basic pay scale.
2	Get the trainees on the job more quickly and spend less time observing.
8	Spend more time in shop classes.
1	Make shop classes more related to presently needed work skills.
1	Require ABE and shop attendance more than one day per week.
2	Hire more ABE teachers.
1	Hire more ABE teachers from the community.
1	Have more personal contact between teachers and students.
1	Improve students' attitudes toward school.
2	Have students take ABE more seriously.
18	Separate those students who want to learn from those who don't.
7	Break down classes according to academic levels.
1	Implement classroom placement and grouping from achievement test scores.
3	Put high school graduates together.
3	Provide more academic options.
2	Take time to work on personal concerns.
1	Make English more interesting.
3	Provide one section for GED prospects.
7	Stop repeating lessons when new students come to ABE.
1	Set up a guidance class.
1	Provide free text books for trainees.
4	Set up a student government to improve communication between students and NCTTC/ABE administration.

The comments listed in Table 33 reflect a wide range of suggestions for improvement. In many instances the evaluators agree with these suggestions.

TABLE 34 Can you describe your feelings about the ABE program in one word?

Number	Descriptive Word
9	Good
4	Excellent
4	Beautiful
3	Great
1	O.K.
1	Alright
1	Wonderful
1	Terrific
1	Fine
1	Secure
1	Relieved
1	Nice
1	Cool
2	Fair
1	Mediocre
1	Ungoverned
1	Political

The words Fair, Mediocre, Ungoverned and Political were perceived as negative descriptions. These results indicate that 88% of the trainees view the program as positive, 12% as negative.

D. PEP Students Responses to Personal Interviews

The following data was collected without the benefit of a sampling procedure. Many PEP students had stopped attending ABE, and although an attempt was made to obtain a random sample, it was impossible due to inconsistent attendance. However the following information indicates how 16 students who volunteered to be interviewed felt about their program. The tables are reported in percentages and frequency distributions.

TABLE 35 As you began working on your job, did you feel that additional school work would be helpful?

yes	no
81	19

Since most PEP vocations involve secretarial and community contacts with people, their primary reason was to gain a better command of English and communication skills. Ten of the 16 interviewees were females who were working directly with people.

TABLE 36	Which subject did you need the most, math or English?	
	math	English
	25	75

The results of Table 36 apparently reflect the female work bias. Males working for the Parks and recreation Department, Sanitation Department and as security guards chose math.

TABLE 37	In general, has the school work been: (1) too hard, too easy, (2) too fast, too slow, (3) interesting, not interesting?					
Too Hard	19	Too Fast	12	Interesting	63
Too Easy	0	Too Slow	07	Not Interesting	25
Sometimes Both	81	Sometimes Both	81	Sometimes Both	12

PEP students viewed the pace and degree of difficulty of the ABE classes as relatively neutral. The major reason given by those who responded that the instruction was not interesting was because too much work was required, especially homework. An additional reason for a lack of interest was a large rate of teacher turnover.

TABLE 38	a. From your contact with ABE staff, do you feel they take an interest in you personally? b. Do you feel that they were sincerely concerned with helping you develop your school skills?	
	yes	no
a.	88	12
b.	88	12

The only reasons given for NO responses regarded the large amount of homework teachers assigned.

TABLE 39	Has the ABE staff discussed with you, or a group, any personal concerns you've had about your work situation or the ABE program?	
	yes	no
	19	81

Special counselors are employed for PEP students by the PEP program, therefore, there was little need for this function within ABE. Five said they would like to have rap sessions and one said the ABE counsel she had gotten was better than the PEP service. Given the present system which permits PEP students to attend classes twice a week for 1 1/2 hours each session there is little opportunity to take time for personal concerns. Besides, PEP students cannot stay after classes because they are on work-release time and must get back to work.

TABLE 40	How do you feel the ABE program will effect you in the future?
Number	Future Effects
2	Will be able to get a clerical job.
1	Can manage money better.
1	Will become elementary school teacher.
1	Will go into data processing.
2	Will be able to get a GED.
1	I will be albe to read better.
1	I can fill out forms and applications for future jobs.
2	I will be more employable.
1	I will continue my education with New Careers.
2	I will be able to get better jobs.
1	Go to art school.
1	I will increase my family income.
1	I will be able to function on my own.
2	I have no idea, I haven't gotten a job yet.

It seems that PEP students do not have the secure feelings NCTTC trainees have about their futures. It is understandable because the PEP program is being phased out and very few PEP students have gotten permanent jobs. In general, the impression was given that having been in the ABE program will have positive effects in the future.

TABLE 41	What problems have you encountered with the ABE program?
Number	Problems
1	Co-workers on job see PEP people as threat.
1	Job transfers caused loss of class time.
1	Teacher schedules for himself with no regard for the students' problems.
2	Too many teacher changes.
1	Students aren't properly prepared for tests.
1	No academic progress has been made.
3	Great confusion over the GED and 24 credit programs.
1	A good instructor was fired and the new instructor began the instruction all over.
1	ABE should be completed before on-the-job training begins.
2	Too much homework.
1	Not enough money.
1	Not provided money for baby sitters when attending night classes.

Table 41 serves to point out two main differences in the PEP program and the NCTTC program. Problems involving (1) less articulation between PEP and ABE, and (2) less desirable and remunerative occupations made available through public service programs, especially to females. PEP seems to suffer a lack of operational management due to its being a minor affiliate of a larger program. None of thes e problems exist with NCTTC.

TABLE 42	What could you suggest to improve the ABE program?
Number	Suggestions
1	Spend more time teaching English than math.
2	Provide more individual teaching.
4	Reduce class sizes.
1	Provide a guidance class and evening classes.
1	Change Business Communications Course to be first for receptionists and secretaries.
2	Screen and ability group students.
1	Cater instruction to slower students.
1	Gear the program to students' needs, be aware of their backgrounds.
1	Complete the classwork sooner.
2	Organize classes specifically for GED instruction.
2	Eliminate required courses at Essex County College.
2	Provide travel expenses and increase pay.
1	Involve students at planning stage.

The suggestions for improvements speak for themselves. Note that some, i.e. smaller classes, ability grouping, more student involvement, etc. suggestions have now appeared for the third time.

TABLE 43 Can you describe your feelings about the ABE Program in one word?

Number	Descriptive Word
6	Good
5	Fair
1	Excellent
1	Great
1	Grateful
1	Wonderful
1	Rewarding

With Fair being interpreted as a negative description we find 69% view the program as positive, 31% as negative. These negative views may reflect more dissatisfaction with the phasing out of PEP than specific disenchantment with ABE. It is understandable that program development for PEP was more difficult because original plans did not provide for its inclusion.

E. Personal Interviews with ABE Staff

Four ABE staff members were personally interviewed. There were three main areas covered by the interviews: (1) general feelings about the ABE program, (2) problems with the program, and (3) suggestions for program inprovement and development. Summaries of responses to these areas are given.

(1) The general attitude is that the ABE program and its services are important and serve a useful purpose. Its relationship with NCTTC, PEP and the Allied Health Services training programs makes it a very valuable component. There is the view that ABE and the vocational training programs mutually depend upon each other, otherwise neither would be able to reach its respective objectives or serve the people for whom all these programs are designed. Thus far, ABE has experienced a moderate degree of success. It is moving in the right direction but suffers from many growing pains. The staff rates their program as good, but a long way from where it could be.

(2) The following is a list of specific problems pointed out by interviewees.

(a) A major problem is a lack of communication between the upper echelon and the ABE Director
(b) The people at ECC initiate courses and suggest texts
(c) Need to stop teaching college level courses and concentrate on a GED curriculum
(d) The 24 credit equivalency program was never completely developed
(e) Teaching interns are usually at ABE for one semester and causes too great a staff turnover
(f) There is no organized system set up that allows for communication with students
(g) When a teacher is absent, a substitute has no knowledge of what to teach or what has been covered in a particular class
(h) No other staff member is in the classroom to assist or observe and give feedback
(i) Writing, as a course, is taught to many students who still cannot read well enough to do the writing exercises
(j) The brighter students are "turned off" in class
(k) ESL program was forgotten
(l) Half of the Model Cities' residents are Spanish-speaking and less than 10% of the trainees are Spanish-speaking. Besides, no shop or ABE personnel are capable of producing an ESL program
(m) No ABE staff personnel knows enough about construction trades to produce trade related academic materials
(n) A World of Construction inservice program was available for staff, but was not supported verbally or with money to pay attendance fees
(o) Educational equipment and resources are poor
(p) Too many staff members are hired who are unprepared to teach in a program of this kind
(q) A lack of clarity over lines of responsibility and job requirements makes for poor staff morale
(r) There is no opportunity for staff to feel personal recognition

(3) The following is a list of suggestions for program improvement provided by staff interviews

(a) Make an organizational chart and provide written job descriptions indicating lines of authority
(b) There is a need for staff training and development on an ongoing basis
(c) Consultants are needed
(d) Visits to other ABE programs would be helpful
(e) Need clarification on how paraprofessionals are chosen and the qualifications they need to meet
(f) The program should be open for more of the community people who want to get a GED
(g) A master guide should be developed for each course
(h) Lesson plans should be left when a teacher will be absent
(i) Course syllabus should be given to the students
(j) Class size should be smaller
(k) There should always be at least a teacher and an assistant in each class
(l) All tests should be gone over in class
(m) Should be stricter with students' homework assignments
(n) A better academic placement test should be found
(o) A lot more "hand-out" materials would be better than texts
(p) Much more programmed instructional material is needed than is available
(q) A need for more staff, especially a reading specialist

In order to avoid giving a completely bleak view of the ABE program it must be pointed out that these same staff members made specific comments such as, "Staff attendance is pretty good,", "During the past few months the trainees seem to have buckled down and have gotten proud of their classroom achievement," "The materials we have in the Language Lab are pretty good," etc.

IV. RECOMMENDATIONS

The following list of recommendations reflects an attempt to summarize the abundance of information obtained from numerous interviews and observations and to clearly state specific activities that should enhance program management and quality.

It seems proper to include recommendations from two sources, (1) internal recommendations submitted by the ABE Director, and (2) recommendations gleaned from the findings of the outside evaluators.

A. Internal Recommendations by ABE Director

During the course of the evaluators' investigations, it was often necessary to seek clarifications and information regarding the operations of the ABE program. The most reliable and available source was the ABE Director. Problem areas were frequently identified and discussed. The director was aware of many problems and had some ideas that he wished

to implement with the intention of improving the program. It seemed fitting that he should be credited for those suggestions and that the evaluators give them recognition in this report; therefore, the following list was submitted.

1. Weekly compulsory staff meeting
2. Monthly meeting between ABE Staff and career training staff
3. Assigning one individual the responsibility of maintaining adequate and up-to-date records on the trainees' background and progress
4. Tutors assigned to specific groups of students
5. A formalized orientation procedure for new students and new staff
6. Printed detailed procedures for staff and students
7. Increased utilization of test data for purposes of grouping students and individualizing instruction

B. Evaluator's Recommendations

1. An NCTTC/ABE Students' Handbook should be produced. Trainees raise a tremendous number of questions about the policies , rules, regulations and requirements of their program. Without a handbook, it was observed that many trainees were forever disturbed upon the reception of misinformation which most frequently came from rumors or misunderstood verbal communications. The development of such a handbook would bring NCTTC and ABE personnel closer together by working on a common project. All trainees currently in the program should be given copies. All new trainees should be given a copy during the initial counselor interview which could then be used for orientation purposes.

2. ABE should produce an organizational chart showing line and staff relationships. The chart, in addition to comprehensively written job descriptions, should be incorporated into a small handbook to be distributed to all staff.

3. As recommended internally, there is a need for a structured formalized orientation procedure for all new staff.

4. Senior staff members plus student representatives should be involved in the interviewing and selection of new staff members.

5. The Director of ABE should delegate more responsibility for major program areas to staff members. For example, a senior staff member could be responsible for the post-testing program including scheduleing, staff orientation, administration, recording, filing, computing correlation data, and dissemination of individual profile sheets. He could be assisted by associate professionals and ABE aides. Other areas might be Curriculum Development, the NCTTC/ABE Handbook, Audio-Visual Resources, etc.

6. Curriculum consultants should be called in to provide input for the selection of materials and to conduct inservice workshops each semester. Perhaps an organizational technologist would be useful to serve on a one-time consultant basis.

7. There is a need for more professional staff. It is understood that a large increase is expected this fall. (Hopefully one will be a reading specialist)

8. There is a need for more small group, individual and team instruction.

9. With a larger staff there would be an opportunity to allot daily planning and release time for staff to:
   (a) attend shop classes to gain trade knowledge that would assist in developing trade related instructional materials.
   (b) develop non-text book teaching materials.
   (c) plan for individual student needs and for small groups having similar skill deficits.

10. More programmed instructional materials are needed.

11. Classrooms should be equipped with educationally relevant materials in order to provide a more stimulating learning environment.

12. A room should be set-up as a work area for teachers to use during daily release and planning time. Specific functions should be stated for the use of the work room.

13. A library for students is very desirable. Supplementary academic materials, trade magazines and papers, study areas, etc. could be provided. An ABE aide could supervise this area.

14. The Language Lab needs a tremendous amount of instructional supplements, especially for the higher achievers. An ABE aide could supervise this area also (See ABE Instructional and Curriculum Resources section).

15. There is a need for student representatives to participate in the planning and development aspects of the ABE program. In addition, the students should have a student organization whose members could function as spokesmen for the daily groups. It would also be desirable if one or two students could be selected to represent the trainees on the Affirmative Action Council.

V. CONCLUSIONS

During the past decade increased public concern and legal mandates have generated attempts to upgrade and to provide equal employment opportunities for minority citizens. Although quota systems and public agencies have both forced employers to hire minority workers and have provided potential workers with training programs in specific skills, crafts, trades and professions, the pace and results of these endeavors have been less than inspiring. Often, the minority worker who is hired to fill an employer's quota finds himself working for a minimal wage and in a position offering little opportunity to learn skills that would enhance the likelihood of promotion. Only a little imagination is required to envision the psychological consequences resulting from such situations, i.e. loss of pride, dignity and feelings of personal worth. On the other hand, most training programs rarely provide the trainee with an adequately devised simulated training experience that prepares him with either the necessary entry level skills or exposures to the human interactions encountered during the daily routine of actual employment. Perhaps the most obvious shortcoming of this kind of program is the uncertainty of employment pending completion of the training program. It is the certainties of equitable employment and opportunity for advancement that makes the NCTTC/ABE program unique.

In the pursuit and achievement of these objectives, countless hours of bargaining and negotiations resulted in the realization of NCTTC. The successes accomplished in establishing working relationships with labor unions, major industrial contractors, and state and federal governments demonstrates the competence and excellence of the administrative staff of NCTTC. The diverse and complex institutions just mentioned are usually found operating independent of each other and under governance of long established tradition: including rules, membership and participation requirements, and the protocols of unwritten policy contributing to the maintenance of employment practices that discriminate against ethnic minorities. Thus, finding these institutions cooperating in an experimental program of this magnitude deserves special recognition and offers a concrete example of how the disparity gap between majority and minority employment practices can be effectively narrowed. The status of leadership in both NCTTC and ABE is reflected in the high quality of both programs and has been demonstrated in only one year of formal operations. Although there are areas in need of attention and improvement, both programs merit a superior rating for their achievements in such a short time.

Implications of social and work importance flow from this program. The recognition that it successfully plugs into a complex of heretofore unpenetrable establishments yet maintains an independence under the leadership of fellow minorities who also assume the responsibility for the quality of its human products, serves as an inspiring model at many levels for minority members. Information from records and interviews indicated that many trainees have been promoted more quickly than is required by union regulations. This fact indicates that the quality of the minority workers' skills is often being recognized and rewarded fairly by majority foremen and supervisors. Consequently, one can infer that many of the derogatory stereotypic attitudes and perceptions previously held by majority employers of minority workers are being dissipated. The perceived threats of minority take-over, quality labor at less cost, organization of competing minority unions, etc. too, have been neutralized in the minds of the majority forces. Personnel from contracting firms indicated that they have recognized the sincerity of NCTTC in its efforts to participate in the present structure of industrial labor. The evaluators saw no evidence of attempts to diminish, usurp or independently compete with the functions of industry or of labor unions, but to gain entrance into its

system in order to democratically enjoy an equal opportunity to acquire a share of the labor and monetary rewards. One might also speculate that the provision of similar programs for potential minority workers could, in time, result in a middle class standard of living for minority members as a whole. Further social implications could be expounded at length; however, it will suffice to state that the very heart of all implications of this program feeds into the humanistic goal of defeating social injustice.

As a concluding generalization, NCTTC appears to exhibit an exceptionally well conceived conceptual design that has not yet reached its potential (Refer to Section I - III for a more specific analysis). An assessment of its current status indicates that it is well organized and operates at a rather high efficiency rate.

In terms of time, the ABE component consumes only 10% of a trainee's work week. As previously stated, this small percentage of time provides an essential element to the overall program. The program (NCTTC) requires all employees under 25 years of age to be school dropouts while the union requires all applicants to have a high school diploma or its equivalent. Therefore, an educational component is an unavoidable necessity. The ABE program has not been in existence as long as NCTTC, thus a comparison in quality would be unfair. It began in September, 1972, but allowing for at least three months of concerted effort to physically move into a new location and to develop a cooperative working relationship with NCTTC, it is a safe assumption to say that the personnel had only five months to settle into a routine and internally resolve unanticipated problems before the external evaluation began. With respect to these conditions the evaluators view the progress of the ABE component as exceptional.

Many evaluative conclusions making both a status assessment of the ABE program and recommendations for its improvement are enumerated elsewhere in the body of this evaluation and, therefore, will not be reviewed at this point. However, several outstanding observations will be expanded. The achievement results were outstanding in spite of the problems encountered during initial testing. It should be reemphasized that better diagnostic use of test data yielding levels of skill proficiency is required. Slightly inconsistent with the previous statement is the observation that the Tests of Adult Basic Education seem to reflect biases against the population for whom it was devised. A way to rationalize this disparity is to suggest that the results be used as best as they can, and to put forth a creative effort to utilize the relevant content in new and better ways for diagnostic purposes.

Those agencies responsible for budgeting Direct Costs must allocate more funds for supplementary instructional materials. Research in learning theory suggests that there are four conditions relevant to a learning environment. The first and most rudimentary calls for a wide assortment of materials to be available so that every student can choose to participate in an activity which he finds stimulating. (The fewer objects and activities available, the more confining the environment, thus allowing for greater probability of student boredom and non-productivity, e.g. less learning).

It seems that an immediate and persistent effort should be made to assist students in passing the GED examination. This priority is needed in order to quickly establish a reputation and tradition within the ABE component of assisting students to successfully obtain the equivalency diploma. The

24-credit program without taking the GED exam is an excellent alternative method, but perhaps not viable for the student who is unmotivated by the school and classroom climate.

It is worth restating the need for more individualized instruction and greater continuity in sequencing study units and topics. Perhaps a larger permanent core staff could adequately supervise instructional continuity in the face of rapid turnover of associate professionals and instructional assistants. Well kept cumulative summaries of skill mastery on each student would strengthen continuity and the probability of individualization.

The social context of ABE provides a situation in which students could experience political involvement. Student input and service in the overall planning and implementation of the educational component, through a student organization, could possibly result in many students' first practice in a participatory democratic process which could carry over into civic concerns.

The findings of the student surveys and interviews coincided greatly with the impressions formed by the evaluators and should be reviewed. Most outstanding are the students' regard for the entire program and their attitudes toward the instructional staff. This is a program worthy of maintenance and replication on a nationwide basis.

APPENDICES

PERSONAL DATA FORM

You are being asked to fill in this form with personal information about yourself. No more than five people, who do not know you, will see your answers. Since this information will be kept private your frank answers will be appreciated.

Name _____. Date of Birth / / . Sex ___.

Address _____. How long have you lived here? ____.

Previous Address _____. How long were you there ? _____.

Married? _____. Children (number) _____. Ages _____.

Phone Number _____. Birth Place _____.

Ethnic Identity _____. Last school grade completed _____.

Preferred language _____. Do you speak any language besides English? _____.

If so, which languages do you speak? _____.

Have you been in the armed forces? _____. Which branch? _____. Dates _____.

Please list your previous employment: (use back of this paper if there is not enough space).

Dates	Company Name	Type of Work

How is your general physical health? (circle one) Good Fair Poor

Do you have any physical impairments? _____. If your answer is yes, please list them. ___

_____ ___

Please indicate the last school grade completed by your parents and their present or last occupation. If you are not sure which grade your parents completed, write in elementary, junior high, high school, or beyond high school.

Father _____. _____.
last grade completed present or last occupation

Mother _____. _____.
last grade completed present or last occupation

Number of persons living in your household. _____

If relatives live with you, please list the relationship. _____

If other members of the household work, please indicate their relationship and type of work. _

_____

Do you live with your parents? _____. A relative? ___

If you do not live with a parent or relative, do you own your home? _____.

Rent a house? _____ Rent an apartment? _____ Live in a project? _____

Model Cities area? _____ Other _____

How many rooms (including bath) are in your dwelling? _____

Please list any organizations you belong to such as clubs, Y.M.C.A., Church, etc. _____

_____

APPENDIX B

NEWARK CONSTRUCTION TRADES TRAINING PROGRAM

APPLICATION FORM

E_____ FIELD OFFICE_____

ME_____
Last First Middle

DRESS_____ APT. NO._____

_____
City State Zip Code Phone No.

E_____ DATE OF BIRTH_____ PLACE OF BIRTH_____

. OF CHILDREN_____ NO. OF DEPENDENTS OTHER THAN CHILDREN_____

ADE DESIRED_____ SOCIAL SECURITY NO._____

Second Choice_____ Marital Status: Single / / Married / /
Divorced / / Separated / /

Third Choice_____

vel: Apprenticeship_____ Trainee_____ Journeyman_____

ive address for the past 3 years)

_____ How long at above address_____
_____ How long at this address_____
_____ How long at this address_____

ive 2 nearest relatives or friends)

_____
me Address Phone No. Relationship

_____
me Address Phone No. Relationship

UCATION

ementary_____
Name Address No. of years

nior High_____
Name Address No. of years

gh School_____
Name Address No. of years

d you graduate? YES___ NO___ Date of Graduation_____
Month Year

NOT Highest grade completed:_____ Last date attended:_____
Month Year

ype of Diploma: Academic Vocational Commercial General

o you have a high school equivalency? YES_____ NO_____

ate_____ From what State?_____

THER EDUCATION

echnical or Vocational _____
Name No. of years

ddress _____

ourses: _____ _____ _____
_____ _____ _____

ollege _____
Name No. of years

ddress _____

ajor _____ Minor _____

ilitary Status_____ Branch_____ Years_____

uties _____
_____

id you receive special skills in the Service? YES_____ NO_____
f so, what? _____
_____

MPLOYMENT HISTORY

ame of Employer _____
ddress _____
eginning Date _____ Date Left _____
ob Title: _____
uties: _____
_____
_____

eginning Salary _____ Ending Salary _____
eason for Leaving: _____
_____
_____

ame of Employer _____
ddress _____
eginning Date _____ Date Left _____
ob Title: _____
uties: _____
_____
_____

eginning Salary _____ Ending Salary _____
eason for Leaving: _____

)
me of Employer
dress
ginning Date Date Left
b Title:
ties:

ginning Salary: Ending Salary:
ason for leaving:

ve you ever been a union member? YES_____ NO_____

YES, to which union did you belong?
how long?

long have you lived in this city?

Signature of Applicant

FOR OFFICE USE ONLY

SPOSITION

te/Comments of Interviewer(include source of referral)/Initials

te of Placement: Trade:

R TUTORS

me of Test | Test Scores | Date Taken | Comments on Test Progress | Tutor's Initial

APPENDIX C

EMPLOYER DATA FORM

Name of industry _____

Type of industry _____

Number of employees _____

Number of trainees hired through the Newark Trade Training Corporation _____

Breakdown of Types of jobs and Levels of work made available to trainees.

Type
(brick mason, carpenter, electrician, plumber, etc.)

_____

_____

_____

_____

_____

Level
(helper, apprentice, journeyman, etc.)

_____

_____

_____

_____

_____

What is the ratio of supervisors to trainees? _____

What are the supervisors responsibilities to the trainee? _____

_____

_____

Describe the nature of the orientation given to all new trainees.

When a trainee is assigned to a specific job, does he work on that job until it is completed?

Do trainees have an opportunity to work on all the different jobs involved in their particular construction trade?

If trainees receive fringe benefits, please list them.

APPENDIX D

TEACHERS COLLEGE COLUMBIA UNIVERSITY

NEW YORK, NEW YORK 10027

Box 75
Division V: Health Services,
Sciences and Education

January 11, 1973

Mr. Jerome Lieberman
Essex County Community College
31 Clinton Street
Newark, New Jersey 07102

Dear Mr. Lieberman:

Reference is made to our agreement that we provide the external evaluation as described in your Proposal to Establish an Adult Basic Education Career Development Center in the Newark Model Cities Area which calls for an examination of: (1) screening procedures, (2) skill mastery, (3) post-study skills development, and (4) an indication of the total effectiveness of operations and to what extent project objectives are realized. We are submitting the following plan for your review, reactions, comments, suggested changes, approval, etc.

It is our plan to utilize several categories of data routinely collected by your staff to determine characteristics of trainees and program and to determine trainee progress in the program. In addition, we plan to collect supplementary data, largely through interviews and observation in order to further address questions of program quality, impact on trainees, and attitudes of trainees and their employers. We understand that we will assume responsibility for (a) the conduct of those interviews and observations, (b) for the reduction and analysis of data collected by my staff, (c) as well as those data which are needed for evaluation purposes but collected by your staff and made available to us and (d) for the preparation of a report which will include a summative evaluative description of the program, summary data on the trainees' achievement with respect to skill mastery, and summative discussions of the extent to which specific objectives have been met and of the overall effectiveness of the program.

In order to complete these tasks, we will need the following items of information or data:

(1) Names and addresses of all trainees. Each will be asked to respond to an interview form which can be issued and collected either by your staff or ours. From this total listing a random sample of 50 trainees will be personally interviewed by the external evaluation team.

(2) Demographic data on all trainees.
(3) Achievement data you gather on all trainees. This includes pre and post and periodic progress data obtained on the California Achievement Test of Adult Basic Education. In addition, we are requesting that you give a post-test with the Comparative Guidance and Placement Program in order to have a more complete measure of academic skill development.
(4) Names and addresses of employers so that a sample of these can be interviewed.
(5) A list of names and addresses of your contact people at the agencies who do your screening and recruitment.

With the above listed information and data we should be able to:

(a) Make an analysis of the recruitment procedure and its appropriateness to the project and its relationship to trainees admitted to the program.
(b) Monitor and document the program itself with a view to describing the treatment and assessing the conceptual and operational adequacy of the program.
(c) Make an analysis of the pre and post-test data to assess the actual level of skills mastery.
(d) Provide an assessment of trainee perceptions of the program and their reactions to it.
(e) Make an assessment of employer post-training perceptions of the trainees.
(f) Produce an integrated summary of findings with implications for the project.

We have agreed that the total cost to you for our work described above will be $5,000.00: $2,500.00 to be paid upon completion of pre-treatment trainee characteristics, and program characteristics data collection and analysis and $ 1,500.00 to be paid upon completion of post-treatment impact data collection and analysis and $1,000.00 upon completion of the final report. *

If this is satisfactory, please sign the original copy of this letter and return it to me. We are prepared to begin this work immediately and anticipate its completion on or before June 30, 1973.

Cordially,

Edmund W. Gordon, Ed.D.
Professor and Director

pr

Jerome Lieberman, Dean of Institutional Development

1/23/73
Date

*Is subject to provisions discussed in January , 1973 correspondence to your attention from Louis Hofmann.

APPENDIX E

DIRECTIONS:

On the following pages there are 22 questions about your Adult Basic Education Program. At the end of each question there are three possible answers. They are:

Yes No Undecided

First, read the sentence.
Second, decide which answer best describes how you feel about the question.
Third, draw a circle around the answer you have chosen.

1. Did the person who interviewed you for the program explain the program well?
Yes No Undecided

2. Do you feel that the person who interviewed you for the program was interested in you?
Yes No Undecided

3. Were you recruited by a member of the Adult Basic Education staff?
Yes No Undecided

4. Were you recruited by an agency or by someone who does not work at the Adult Basic Education Center?
Yes No Undecided

5. When you were unable to come to the center to do your school work, did someone come to your home to help you?
Yes No Undecided

6. Are there enough staff members at the Adult Basic Education Center so that someone is always available to help you with your school work?
Yes No Undecided

7. In most of the school work you do at the center, can you work as fast or as slow as you feel you need to?
Yes No Undecided

8. Is the whole class taught a lesson at the same time very often?
Yes No Undecided

9. Does a teacher teach two or three of you at the same time?
Yes No Undecided

10. Are the instructional materials interesting?
Yes No Undecided

11. Is a lot of the instructional material about the work you are doing on your job?
Yes No Undecided

12. Do you feel that the school work you have been doing will help you pass the High School Equivalency Examination if you wish to take it sometime in the future?
Yes No Undecided

13. Do you feel that what you have learned at the Adult Basic Education Center is useful to you now?

Yes No Undecided

14. Do you feel that what you have learned at the center will be helpful in planning your future?

Yes No Undecided

15. Has the reading instruction helped you the most?

Yes No Undecided

16. Has the math instruction helped you the most?

Yes No Undecided

17. Are the staff members at the center pleasant to be with?

Yes No Undecided

18. Do the staff members treat you in a way that makes you feel important and appreciated?

Yes No Undecided

19. Has what you have learned about jobs and employment at the center made your thinking about work more meaningful?

Yes No Undecided

20. Have private talks with a person on the Adult Basic Education staff helped you in planning your future career?

Yes No Undecided

21. Are your job and education schedules well planned and convenient?

Yes No Undecided

22. Do you feel personally successful in the progress you've made in your school work?

Yes No Undecided

APPENDIX F

TEACHERS COLLEGE · COLUMBIA UNIVERSITY

NEW YORK, NEW YORK 10027

GUIDANCE DEPARTMENT
BOX 33

March 14, 1973

To: Dr. Grace Hewell, James Howard, Dr. Lou Hofmann, Jerry Liebermann

From: Ron Phillips (for Dr. Edmund Gordon)

Re: External evaluation of the Adult Basic Education Career Development Center in the Newark Model Cities Area.

Enclosed for your inspection and evaluation are: (1) a Personal Data Form for the collection of demographic data on all trainees, (2) an Employer Data Form for the collection of demographic data and employer responsibilities to the trainees, and (3) an Interview Form which will serve as a screening device for the collection of data regarding trainee perceptions of their ABE program.

The Employer Data Form is intended to supplement the data that you will collect regarding the employer's impressions of the competence and adjustment of the trainees. We would like to review the questions you will be asking the employers and to have access to that information when it is collected.

The interview form is designed to survey the attitudes and perceptions of all trainees regarding the recruitment procedure, the educational program and its personnel, and the overall mechanics of the program. From this survey we hope to identify relevant areas from which we will develop more extensive questions to ask the 50 trainees in our personal interviews.

Other questions may be raised about our proposed plan of evaluation as was submitted by Dr. Gordon (see enclosed letter from Dr. Gordon to Jerry Liebermann of January 11, 1973). Please review this plan and develop questions which may lead to clarifications, modifications, etc. for our meeting on March 19, 1973, at Dr. Hewell's office at 1:00 P. M.